



INTERNATIONAL SECURITY AFFAIRS

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ASSISTANT SECRETARY OF DEFENSE
WASHINGTON, D. C. 20301

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7 AUG 1975 4216

In reply refer to:
1-7964/75

MEMORANDUM FOR LTG DANIEL O. GRAHAM, DIRECTOR, DEFENSE INTELLIGENCE AGENCY
SUBJECT: NIE-11-14-75, Warsaw Pact Threat Against NATO

(C) Thank you for your letter of 22 July regarding the exchange of correspondence I had with LTG Wilson on NIE 11-14-75. I am conscious of the efforts that you and your staff have made in improving consultation with the intelligence consumer, and I am grateful for the progress that has taken place. I also realize that the prospectus for most key NIEs is circulated to the concerned consumers in OSD, and that in many cases this meets the need for consumer advice and comment.

(C) At the same time, I feel that NIE 11-14-75 deserves special attention at the NSCIC/WG level. This NIE has served a key purpose in the past in providing consumers with an agreed document that clearly laid out the uncertainties and limitations in the intelligence data on the Warsaw Pact, and range of differences within the intelligence community. It also provided agreed annexes which my staff and others could use in working issues like NATO force planning, force balance issues, and MBFR. No other single document pulled this information together, and provided an overview of the opinions and data held by the entire intelligence community.

(C) Accordingly, I feel that the NSCIC/WG is an appropriate place to consider this issue, and policy level consumers should make their views on such national products clear to the intelligence community through its Chairman. I also recognize that some policy level consumers may want short, narrative NIEs, with clear conclusions, and may want the community to set forth its major conclusions with a single voice. I feel, however, that

- The community can provide this in a separate summary.
- The differences, issues, uncertainties, and limitations in the data should not be papered over. They should be laid out where properly cleared consumers can see them, and be made explicit. Uncertainty must be quantified in such NIEs, and presented in detail.

DIA review(s) completed.

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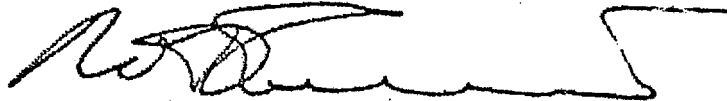
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-- Most high level consumers have very limited time to look at such documents. They are really used primarily at staff level, and used as references. The old NIE-11-14 served this realistic purpose very well in its detailed annexes. The new NIE must not be so abridged as to require the user to go to other sources.

(C) I recognize that some of these comments come late in the drafting process, and may mean additional work for your staff. I also recognize the need to comment on the prospectus for future NIEs at a higher level, and in more detail. Accordingly, I am suggesting to the NSCIC/WG that future prospectuses for major national products should be circulated for comment through the NSCIC/WG and treated as a major working group activity. As Les Brown of State pointed out at a previous NSCIC/WG meeting, it is the product that counts. It is pointless to spend NSCIC/WG time reviewing broad guidance documents of uncertain value, and then not provide advice on the really critical products where high level consumer guidance could really make a difference.



Robert Ellsworth
Assistant Secretary of Defense
International Security Affairs

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C-5129/DE-2

Honorable Robert Ellsworth
Assistant Secretary of Defense
(International Security Affairs)
Washington, D.C. 20301

22 JUL 1975

Dear Bob:

(C) I am writing about your recent exchange of correspondence with Sam Wilson regarding the Prospectus for NIE 11-14-75. To reinforce what Sam mentions in his reply to you, I would like to emphasize that the Prospectus does indeed reflect consumer requirements specifically solicited by DIA.

(C) Within OSD we elicited several valuable suggestions from both PA&B and ISA, all of which were carefully considered by the USIB representatives in formulating their 23 May Prospectus. Unfortunately, none of the comments from OSD staffs called attention in any way to your point about whether detailed analysis and supporting annexes should be eliminated as notified in the Prospectus.

(C) Since coming on board nearly one year ago, I have stressed as one of my main goals for DIA the active maintenance of strong ties with the consumers of intelligence. I am confident that the resources of DIA are attuned to serving consumer requirements, and my own rechecking into the development of the Prospectus in question shows it to be an excellent example of how I want the process to operate.

(C) Without any doubt, DIA bears the responsibility to represent all parts of the DoD in dealing with the substance and scope of national intelligence products. With this in mind, I hope to get early indications of any situation where we may seem to be failing DoD consumers in this important commitment.

Sincerely,

SIGNED

DANIEL O. GRAHAM
Lieutenant General, USA
Director

DE-2 Coord File
Director's Cy

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